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ABSTRACT

The implementation of the Federal-Provincial Program of Cooperation for Bilingualism in Education, in 1970, in Canada, has resulted in a number of myths regarding the amount and the utilization of monies available through the program. The intent of this document is to provide information about the facets of this program that impinge on the area of basic education, that is, from Early Childhood Services to the end of twelfth grade. The two basic objectives of the federal-provincial program are to provide: (1) an increased opportunity for Canadians of the majority official language group in each province to acquire a knowledge of their second language, and (2) an increased opportunity for Canadians of the minority official language group to be educated in their own language. The information in this document concerns the province of Alberta and the improvement of French language programs. The two basic sources of funding, payments and special projects, are described. (CLK)

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Cooperation for Bilingualism in Education: the Federal-Provincial Program

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The implementation of the Federal-Provincial Program of Cooperation for Bilingualism in Education in 1970 has resulted in a number of myths regarding the amount and the utilization of monies which are available through this program. On the one hand, it is felt that large sums of money are available to school jurisdictions interested in directing additional resources for the improvement of French language programs. On the other hand, it is also felt that some jurisdictions are misdirecting funds received through this program.

The intent of this document is to provide information to a variety of publics regarding facets of this program which impinge on the area of basic education, that is from Early Childhood Services to the end of Grade XII. It is hoped that this information will clarify some of the issues which have resulted regarding the availability and utilization of these funds.

PROGRAM OVERVIEW

In 1963, the Federal Government appointed a Royal Commission to "enquire into and report upon the existing state of Bilingualism and Biculturalism in Canada and to recommend what steps should be taken to develop the Canadian Confederation on the basis of an equal partnership between the two founding races."

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Policies arising from the work of the commission were adopted by the Federal Government to form the basis of the Official Languages Program of the Department of the Secretary of State and other government agencies.

Within the Department of the Secretary of State, a Language Programs Branch was established to implement Federal Government Policies stemming largely from the Royal Commission recommendations. It is the main purpose of the Language Programs Branch to encourage the acquisition and use of the official languages in Canadian society, thereby reinforcing their equality. To this end, the Branch has developed programs in cooperation with Provincial and Territorial Governments and Educational institutions. One of the programs is known as the Federal-Provincial Program of Cooperation for Bilingualism in Education, and it was initiated in 1970 through an agreement between the Federal and the Provincial Governments.

The cooperation program resulting from this agreement has two basic objectives:

- (1) to provide an increased opportunity for Canadians of the majority official language group in each province to acquire a knowledge of their second official language;
- (2) to provide an increased opportunity for Canadians of the minority official language group in each province to be educated in their own language.

These objectives have led to the establishment of major endeavors of Federal-Provincial cooperation, some at the elementary and secondary levels, others at the level of post-secondary education. As indicated, this program was implemented in 1970 and, on the basis of Federal-Provincial agreements signed in March 1974, it was renewed for a five-year period. Federal contributions are made in the form of partial reimbursements for language programs developed and administered by the provinces. For the five-year period 1974 to 1979, the projected expenditures for these purposes will be in the order of \$80,000,000.00 annually at all levels of the educational system.

Alberta Education has cooperated in the development of this program with the understanding that any action in providing financial assistance would not infringe upon the field of provincial jurisdiction in matters of education. Continued participation in this program has been assured by Alberta Education provided that the following conditions are met:

1. The responsibility for education rests with the Province, and the program must respect the prerogative of the Province in all educational matters, especially as it relates to programs, content, implementation, evaluation and other educational concerns.
2. The program and its implementation in Alberta must respect a decentralized system of decision-making for education. The autonomy of each school jurisdiction is to be maintained for aspects of the program which affect basic education.
3. The program will be subjected to continued evaluation regarding its potential results and will include an assessment of the effects that additional and incentive funding have on provincial and local decision-making bodies.
4. The program will be limited to those aspects that can be administered with the human resources which are available to Alberta Education as determined by provincial priorities.
5. In continuing to cooperate in this program, consideration will need to be given to other programs which recognize the multi-cultural and multilingual context of the Province.

FUNDING SOURCES

There are two basic sources of funding available to Alberta Education through the Federal-Provincial Program for Cooperation for Bilingualism in Education, those received through the Formula Payments and those received through the implementation of Special Projects.

1. FORMULA PAYMENTS

Under this program, cooperation is offered to the provinces through formula payments, as follows:

- (a) Contributions for education in the minority official language:

The Federal Government pays each province an amount equal to 9 percent of the average annual per student cost for each "full-time" student enrolled in a minority official language school. For purposes of this program, a "full-time" student is defined as one who receives at least 75 percent of his education in the minority language at the primary levels or at least 60 percent at the secondary level.

(b) Contributions for teaching the second language:

The Federal Government pays each province an amount equal to 5 percent of a prorated portion of the average per student cost for each student who is studying the second official language, such portion to be based on the amount of school time which the student spends studying the second official language.

In the fall of each year, forms are sent to each school jurisdiction in the province from the office of Student Evaluation and Data Processing Services of Alberta Education for purposes of determining the number of students and the amount of time each student spends learning in the minority language or learning French as a second language. On the basis of the information received from these forms, the Federal Government makes available to the Province payments which are deposited in the General Trust Fund of the Province. These payments are then transferred to each school jurisdiction on the basis of the number of students enrolled in official minority language instruction and/or instruction in French as a Second Language and according to the amount of time spent by each student in such instruction. These funds are transferred to school jurisdictions on a calendar year basis.

(c) Assistance for Administration Costs relating to the Provision of Minority Language Education:

To help cover, in part, the additional administrative costs that minority-language instruction entails for the province, the Federal Government pays an amount equal to 1.5 percent of that province's average instruction cost per student. This sum is calculated on the total number of students of the official language minority, whether such students are already studying in their mother tongue or not. In Alberta the funds received through this aspect of the Formula Payments are deposited in the General Revenue fund of the Provincial Treasury. Costs recognized under this aspect of the program include provision for curriculum development, transportation to schools offering instruction in French, manpower costs, consultative services and opportunities for post-secondary education in the French language, costs which, in total, significantly exceed the amount contributed by the Federal Government.

The amounts received in Alberta for each fiscal year through the Formula Payments of the Federal-Provincial Program of Cooperation for Bilingualism in Education since its inception in 1970 are:

A. Official Minority-Language Education, i.e. instruction in French

1970-71	\$129,804.00	
1971-72	175,101.00	
1972-73	171,289.00	
1973-74	131,774.00	
1974-75	216,115.00	
1975-76	<u>316,347.00</u>	\$1,140,430.00

B. Teaching the Second Official Language

1970-71	\$571,137.00	
1971-72	693,883.00	
1972-73	582,196.00	
1973-74	410,784.00	
1974-75	625,501.00	
1975-76	<u>756,655.00</u>	\$3,640,156.00

C. Assistance for Additional Administrative Costs Relating to the Provision for Minority Language Education

1970-71	\$164,418.00	
1971-72	180,907.00	
1972-73	182,522.00	
1973-74	133,812.00	
1974-75	194,931.00	
1975-76	<u>273,429.00</u>	\$1,130,019.00

Total.....\$5,910,605.00

2. SPECIAL PROJECTS (ANNEX F)

At the time of the meeting of the Committee of Ministers on Official Languages in May 1970, it was recognized that all the provinces would not be entering the Program of Cooperation for Bilingualism in Education at the same starting point. Therefore, while federal contributions would help to defray the supplementary costs involved in providing minority-language education and second-language instruction, additional assistance would be required in some sectors to permit all of the provinces to meet as fully as possible the objectives of this program.

The purpose of special projects is to provide assistance to the Provincial Governments for areas they themselves consider to be in need of special attention. In this sense the projects represent an innovation or addition to programs already in existence, or they may respond to a pressing need which to date has remained unanswered. They may be implemented at all levels of the educational system, including that of adult education, and are financed on a cost-sharing basis by the Federal and Provincial Governments. By their very nature, special projects are of limited, short duration, with the period to be discussed between the Federal and Provincial Governments. It is important to remember that federal financial assistance is required for a specific time only.

Guidelines

The following guidelines reflect the criteria for special projects:

- (a) Provincial approval is essential as the first step in the consideration of any special project. When a Provincial Government has approved a special project in principle and forwarded it to the Federal Government, discussions will be held between representatives of the two Governments regarding its eventual implementation and financing.
- (b) The amount of federal contribution to a special project will take into account funds which are available already under existing programs in the field of bilingualism and from which the project would benefit (that is, formula payment deduction). However, the provincial share of the expenditures incurred by a special project in a post-secondary institution will be eligible for inclusion in claims made under the Federal-Provincial Fiscal Arrangements Act, provided such expenditures are admissible as operating expenses under the Act.
- (c) The amount of federal contribution to such projects will normally be equal to that of the province (50 percent cost sharing). In Alberta, the major portion of the Formula Payments received through the Federal-Provincial Program of Cooperation for Bilingualism in Education are transferred to school jurisdictions. Those school authorities wishing to obtain funds through Special Projects (Annex F) should be prepared to assume 50 percent of the cost of the project.

- (d) It is expected that such projects will ultimately be integrated into the regular programs of bilingualism in education without incurring continuing additional costs. Federal funding is therefore limited to an initial developmental period in which identifiable additional costs are incurred. This, in certain cases, could be up to a period of time equal to that remaining within the terms of the Federal-Provincial agreement.
- (e) Expenditures connected with construction, renovation, or physical alteration of existing buildings, that is expenditures of a capital nature, are not normally eligible for cost-sharing.
- (f) The Provincial Government will be responsible for evaluating each project funded under this program; costs associated with such evaluation are eligible for funding as an integral part of the project.
- (g) The Provincial Governments will be reimbursed upon presentation to the Federal Government of a statement of expenditures duly certified by the appropriate authority.

Submissions from Provinces

The following information should be included with any provincial special project submission:

- (a) A letter with the submission, to originate from the Department of Education, or other appropriate ministry, preferably signed by the Deputy Minister;
- (b) A statement indicating the Provincial Government's support of the project on a cost-sharing basis (50 percent);
- (c) The aim, scope, length and details of the project;
- (d) The total number of students involved with grade levels who will benefit from the implementation of the project;
- (e) The proposed budget with particular reference to the length of the program in terms of fiscal year commitments. The amounts of money requested should always refer to extra or incremental costs involved with the implementation of the project;
- (f) With projects for which increased formula payments will be realized, an acknowledgement of the fact that the

expenditures incurred for a special project will be reduced by an amount equal to the additional payments generated under the (9 percent, 5 percent, or 10 percent) formulae;

- (g) The proposed method, time frame, and agencies involved in the evaluation of the project.

Beginning in 1973, four jurisdictions submitted proposals which were reviewed by Alberta Education and later submitted to Ottawa for consideration as Special Projects on a trial basis. The jurisdictions involved agreed to commit at least one-half of the funds required for the development of each project. Each project was considered to be of some priority in the jurisdiction which had planned its implementation. The Federal Government also agreed to finance the remaining 50 percent of the project.

A brief description of the initial projects and the school jurisdiction involved follows:

1. Calgary R.C.S.S. District #1 - The development of a new French language program at the elementary level along with the examination, selection, and adoption of instructional materials.
2. Edmonton R.C.S.S. District #7 - The development of goals and objectives for the implementation of a program for Grades IV to XII, French as a Second Language, and for Grades I to XII, Instruction in French.
3. High Prairie School Division #48 - The improvement of instructional materials and resources for both minority-language programs and second language programs.

Two of these projects, the one planned in Calgary as well as the one implemented in the High Prairie School Division are completed, and the results of these two projects are now being evaluated according to guidelines suggested by the Secretary of State. The one developed in Edmonton has one more year before it is finalized, but a report made on student achievement in Grade IV indicated positive results. The Bonnyville project was dropped after one year due to a change in administration and now has been integrated into a larger project which is being developed in co-operation with seven other jurisdictions in northeastern Alberta. The Edmonton Public School System has also received approval to plan and develop an evaluation design for its immersion program.

The following amounts have been received from the Federal

Government for the implementation of Special Projects for each of the following fiscal years:

1973-74	\$ 49,777.00
1974-75	\$ 112,015.00
1975-76	<u>\$1,072,190.00</u>
Total.....	<u><u>\$1,233,982.00</u></u>

Alberta Education is exploring ways of meeting the demands that systems, interested in improving their French language programs, are beginning to make and yet is respecting the manpower constraints which are regarded as a high priority at a time when increased costs are not encouraged. Systems interested in planning and developing Special Projects which respect the guidelines cited earlier should contact the second language consultant in the appropriate Regional Office regarding the feasibility of initiating such a project. The personnel in Alberta Education will seriously consider any projects which have the potential to provide direction and guidance to more effective language programs.

The information provided in this document has limited itself to data which are relevant to the province in general. Specific information regarding policies and practices of school jurisdictions in the implementation of this program should be obtained from individual school boards. This type of information gathering would allow for continuing discussion within the education community, both lay and professional, for assessing and reviewing present priorities regarding educational programs in general and French language programs in particular.